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From: European External Action Service (EEAS)  
To: European Union Military Committee (EUMC)  
Subject: EU Framework Nation Concept

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Delegations will find attached document EEAS(2015) 1317 REV 6.

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EUROPEAN EXTERNAL ACTION SERVICE



**EUROPEAN UNION  
MILITARY STAFF**

**Brussels, 18 December 2015**

**EEAS(2015) 1317  
REV 6**

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EUMC**

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No. Prev. doc.:

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Delegations will find attached the "EU Framework Nation Concept", which was agreed by EUMC on 18 December 2015.

# **EU FRAMEWORK NATION CONCEPT**

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## REFERENCES

- A. The Treaty on European Union.
- B. EU Battlegroup Concept (doc. 11624/14, dated 07 July 2014).
- C. Council Conclusions on Common Security and Defence Policy (doc. 15992/13, dated 25 November 2013).
- D. EU Military Concept Development Implementation Programme 2015-2016 (doc.7422/15, dated 20 March 2015).
- E. EU Concept for Military Command and Control (doc. 5008/15 REV 7, dated 5 January 2015).
- F. EU Concept for Military Planning at Political Strategic Level (doc. 6432/15, dated 23 February 2015).
- G. Suggestions for crisis management procedures for CSDP crisis management operations (doc. 7660/2/13 REV2, dated 18 June 2013).
- H. EU Concept for Force Generation (doc. 14000/15, dated 11 November 2015).
- I. Military advice on EEAS note on EU Rapid Response Capabilities and EU Battlegroups including Supporting Documents (doc. 15748/13, dated 06 November 2013).
- J. PMG recommendations on EU Rapid Response Capabilities and EU Battlegroups (doc. 14968/13, dated 06 November 2013).
- K. EUMC Glossary of Acronyms and Definitions (doc. EEAS (2015) 216, dated 13 February 2015).
- L. EU Concept for EU-led Military Operations and Missions (doc. 17107/14, dated 19 December 2014).
- M. EU Military Rapid Response Concept (doc. 17036/1/14 REV1, dated 8 January 2015).
- N. Council Decision (CFSP), establishing a mechanism to administer the financing of the common cost of the EU operations having military or defence implications (Athena) and repealing Decision 2011/871/CFSP (doc. 14107/11, dated 10 March 2015).
- O. EU Concept for Logistics Support for EU-led Military Operations and Missions (doc. 15040/14, dated 03 November 2014).
- P. EU Concept for Contractor Support to Operations (doc. 8628/14, dated 07 April 2014).
- Q. EU Concept for CIS for EU-led Military Operations (doc. 9971/12, dated 14 May 2012).
- R. Military Advice on EEAS Food for Thought Paper (FFT) on Article 44 TEU (doc. 7032/15, dated 9 March 2015).
- S. Council Decision on the security rules for protecting EU classified information (doc. 2013/488, dated 23 September 2013).

## **A. INTRODUCTION**

1. In 2002, the EU established a conceptual basis for the conduct of autonomous EU-led military operation and missions in designating a volunteer Member State (or a group of Member States) to act as the Framework Nation<sup>1</sup> (FN) (i.e. top-down approach) which is subsequently responsible for the establishment of an effective C2 structure.
2. In 2015, the European Union Military Committee (EUMC) approved the EU Military Concept Development Implementation Program (CDIP) 2015-2016 (Ref. D), calling for a revision of the FN Concept with a view to updating the concept and bringing it to the actual conceptual framework and reference documents.
3. This document supersedes the EU FN Concept (doc. 16276/10 DCL1, dated 07 July 2015).

## **B. PURPOSE AND SCOPE**

4. This document sets out the conceptual basis for the planning, launch and conduct of autonomous EU-led military operation/mission where there is a FN.
5. It identifies the particular characteristics of and criteria for a FN, focusing specifically on the planning, Command and Control, multinationality and force generation aspects.
6. To complement the existing top-down approach, this document incorporates the bottom-up approach for FN.
7. The Framework Nation Concept will be applicable from a general point of view to all kinds of military operations/missions. The Framework Nation Concept might be applied to an Article 44 TEU mission/operation (Ref. R) only if a decision is taken by the Council accordingly.

## **C. DEFINITIONS AND CHARACTERISTICS**

8. FN Definition – A Member State or a Group<sup>2</sup> of Member States<sup>3</sup> that has volunteered to assume specific responsibilities in an EU-led military operation or mission over which the EU exercises political control and strategic direction, after Council decision. This MS or group of MS will provide the OpCdr/MCdr, the core of the military chain of command, Staff support, the CIS and logistic framework, and the bulk of the manoeuvre and combat support capabilities, thereby acting as a FN.

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<sup>1</sup> The range of the application of the FN Concept is envisaged to include evacuation operations, disaster relief and humanitarian assistance operations (most of which may require a rapid response) while not excluding other types of missions or operations as provided for under Art 43 (1) of the Treaty on European Union (TEU) (Ref. A).

<sup>2</sup> In the context of multinational military structures. A group as used here does not necessarily mean a group of MS within the meaning of article 44 TEU.

<sup>3</sup> Whether designated by the top-down or by the bottom-up approach.

9. EU-developed and agreed conceptual and procedural documents remain applicable in the case of an EU-led military operation/mission where there is a FN, except as set out in this document. Procedures of the FN might be used internally as long as the multi-nationalisation of the whole EU operation /mission as such is not affected.
10. The FN is one of the approaches to an EU-led military operation/mission to be conducted, as any EU-led military operation, under the political control and strategic direction of the PSC, and the responsibility of the Council and the HR.
11. From the outset, this could provide a number of partnerships of choice based on differing factors. Subject to their invitation and acceptance by the Council and/or the PSC, in accordance with Ref. G, to participate, a partnership could include partners and organisations (e.g. Third States, UN, OSCE, NATO, AU, etc.).
12. EU-initiated (top-down approach) - In case of an emerging crisis, the Council might decide to designate an identified volunteer MS or a Group of MS to act as a FN by providing *inter alia* the OpCdr and to carry out specific responsibilities in an EU-led military operation or mission under the political control and strategic direction of PSC and military advice and direction of the EUMC.
13. MS-initiated (bottom-up approach) - In case of an emerging crisis, a MS or a Group of MS – with specific concerns about the potential effects of the crisis situation – may decide to initiate a military operation/mission, in order to swiftly overcome or contain the developing crisis. In this context, and in line with the TEU, if the Council shared a common concern towards the crisis and perceived an overall threat to European interests, and if the previously mentioned MS or Group of MS declare its/their intention to act as a FN, it might decide to take over the operation/mission initiated by the individual MS or Group of MS. This could be achieved by designating the MS already involved in the operation/mission as FN.
14. Under such circumstances, and after a decision by the Council, MS that have volunteered to actively contribute to the operation/mission may act as a partnership able to pull the necessary military capacities to address the specific concerns of that crisis. Other MS and partners, willing to join the operation/mission may offer specific additional force packages or military capabilities (for instance: ISTAR assets, Strategic Airlift, AAR, SAR, logistics, personnel staff, C4I, etc.).
15. The specific FN's responsibilities could include a significant contribution to military strategic planning, operational level planning, the mounting, deployment, execution, support and redeployment of the forces for the operation.

16. The use of one EU OHQ could improve the military effectiveness and optimize national contributions. Unaffected by this proposal, any other MS being able to contribute with the necessary capabilities could be eligible as a FN, in accordance with this FN Concept.
17. Although this concept focuses on the EU-led military operation/mission where there is a FN as a whole, this principle can also be applied to one specific level of command, the military strategic (Operational Headquarters), operational (Force Headquarters) and/or tactical level (Component Command Headquarters) as well as to forces and capabilities.
18. A FN offers the EU immediate access to a cohesive operational instrument, allowing for a timely response to a fast-arising crisis under specific circumstances, in particular in those cases when no other C2 structure is available or can be set up in time.
19. Therefore, an EU-led military operation/mission where there is a FN could be particularly envisaged in operations in which an important criterion is urgency (covering all CSDP tasks<sup>4</sup>). Under such circumstances and at an early stage of the crisis, a MS might offer its services as a FN to the EU and multilateral consultations between MS may well take place outside the institutional framework of the EU. The EUBG, however, remains the flagship and first option/choice for the EU military rapid response.
20. After a decision by the Council to establish an EU-led military operation/mission with recourse to a FN, all MS would share political responsibilities and the financing of the common costs defined in the Athena Mechanism (Ref. N)<sup>5</sup>. For the bottom-up approach, if the EU-led military operation/mission takes over a pre-existing operation, common costs will not be retro-active.

#### **D. FRAMEWORK NATION DESIGNATION**

21. The Council will decide as early as possible to establish and launch an EU-led military operation or mission, including appointing the OpCdr/MCdr and designating the OHQ/MHQ, and if appropriate nominating the FN. The identification of this FN should be as early as possible in the planning process.

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<sup>4</sup> The Treaty of Lisbon (Article 42 (1) and 43 of the TEU) describe the range of missions which may be carried out by the Union under the CSDP. This may include: humanitarian and rescue tasks; conflict prevention and peace-keeping tasks; tasks of combat forces in crisis management, including peacemaking; joint disarmament operations; military advice and assistance tasks; post-conflict stabilisation tasks.

<sup>5</sup> This includes the early financing scheme specifically intended for rapid response operations/missions (Art. 26). Lists of common cost are included in Annexes I, II, III and IV of Ref. N.



## **E. PLANNING**

22. Ref. F and G describe the procedures, role and responsibilities of EU bodies in the crises response military strategic planning process in preparation of an EU-led military operation, which also apply to an EU-led military operation where there is a FN. However, the detailed delineation of planning activities between EU bodies and the FN will depend on the particular circumstances of each crisis.
23. It is very important that the designated OHQ/MHQ sent as early as possible Liaison Officers and/or an Advance Planning Team (APT) to the EUMS. However, if timelines and circumstances don't allow this action, the EUMS should consider deploying, as soon as possible, a dedicated staff element to ensure close co-ordination between CSDP decision-making bodies and the potential OpCdr/MCdr.
24. Before the OpCdr/MCdr will submit its developed planning products (e.g. CONOPS, OPLAN) to the Council, the relevant EU bodies, including the EUMC and the PSC will provide respectively their military advice, recommendation and opinion according to EU procedures. They may also advise this MS to modify the planning, if deemed necessary.
25. The Council, based on the military advice of the EUMC, recommendation and opinion of the PSC, approves the provided planning products. If not, it can task the FN to adapt its planning accordingly.
26. Until there is a FN, the relevant EU bodies could continue their planning activities, following the regular crisis response military strategic planning process, expedited as necessary to address the urgency of the crisis.

## **F. EU COMMAND & CONTROL**

27. The conduct of an EU-led military operation/mission where there is a FN will not affect the EU political control & strategic and military direction as described in Ref. F and G.
28. The character of the operation and, if necessary, its rapid response aspects are to be reflected in the proposed and implemented C2 structure in accordance with Ref. E.
29. In case the FN does not provide the OHQ, the MS or a Group of MS acting as a FN, could propose the Council the designation of one of the OHQs available within the EU to be used in its/their support.
30. The FN may provide all levels of the military chain of command. It is also possible to use the FN Principle at different levels separately. Multinational formations, including from NATO, could also be incorporated if applicable and after the Council decision.

31. Commonly agreed EU HQ-requirements are essential to ensure the requested characteristics and criteria for an EU-led military operation/mission. Ref. L establishes a set of characteristics that should be met in case of an EU-led military operation/mission.
32. During the conduct of an EU-led military operation/mission where there is a FN, the dynamic process of exchange of information between the relevant EU bodies and the OpCdr/MCdr will take place according to the regular EU procedures (Ref. G). This implies that the OpCdr/MCdr can receive guidance from, and will routinely report to PSC and EUMC, where the CEUMC will act as primary point of contact. Depending on the nature of the operation, the reporting modalities, including reporting to a Committee of Contributors, will be adapted to the specific situation.

## **G. MULTINATIONALITY**

33. The implementation of the FN principle should remain compatible with the objectives set for preparedness and multinationalisation. This would cover training and the development of the necessary instruments to facilitate implementation, including agreements/MOUs to be agreed between the MS. Third States could contribute to the operation and be represented in the OHQ/FHQ, in accordance with EU procedures.
34. Multinationality is one of the governing principles for the planning and conduct of EU-led military operation/mission and applies equally where there is a FN. Nevertheless, in cases of Rapid Response, multinationality might not be initially realisable. The Framework Nation should therefore aim to arrange and achieve it as soon as possible. The core functions within the OHQ/MHQ could also be manned in due time by multinational augmentees. Therefore the OpCdr/MCdr should be ready to integrate augmentees from Troop Contributing Nations (TCN), especially using the Primary Augmentees Database, as soon as they are part of the Operation/Mission.
35. When a new OHQ/MHQ is tailored for the mission the OpCdr/MCdr will address details of multinationalisation during the Force Generation/Activation process. When it is a pre-designated OHQ/MHQ the OpCdr/MCdr will inherit the structure already established.

## **H. FORCE IDENTIFICATION AND GENERATION/ACTIVATION**

36. For the Force Generation Process, the OpCdr/MCdr should use Ref. H, which describes all the related procedures.